

DRAFT

# Fort Lawton Army Reserve Center Redevelopment Plan

Updated February 4, 2019



# Acknowledgements

The Fort Lawton Redevelopment Plan was prepared by the City of Seattle Office of Housing, in cooperation with the Seattle Parks and Recreation, Seattle Office of Intergovernmental Affairs, Catholic Housing Services of Western Washington, United Indians of All Tribes Foundation, and Habitat for Humanity of Seattle/King County.

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# Executive Summary

Seattle has an unparalleled opportunity to acquire publicly owned land in Seattle's high-income Magnolia neighborhood, largely for free and below-market rates, to create homeless and affordable housing and new park and recreation spaces. After more than 100 years in military Service, in 2005 the Fort Lawton Army Reserve Center (Fort Lawton) was declared surplus as authorized by the United States Base Realignment and Closure (BRAC) Act. This Fort Lawton Redevelopment Plan provides a cohesive vision for the future of the site and meets requirements of the U.S. Departments of Defense and Housing and Urban Development.

In 2006, the City of Seattle (the City) was officially designated as the Local Redevelopment Authority (LRA) for the approximately 34-acres of Fort Lawton slated for disposition under BRAC. As the LRA, the City solicited and received proposals for redevelopment of the site. The City received federal funding to prepare a master plan for the site and conduct a substantial community outreach process.

In 2008, a redevelopment plan that would have provided for mixed-income housing and park space at Fort Lawton was approved by City Council, HUD, and the U.S. Army. Soon after the plan was submitted, the Magnolia Neighborhood Planning Council filed a lawsuit claiming that environmental review under the State Environmental Protection Act (SEPA) was required prior to City Council adoption of the redevelopment plan legislation. The City appealed a King County Superior Court decision that concluded the development plan constituted a project action subject to SEPA.

In 2010, the Court of Appeals agreed with the Superior Court that SEPA applied to the redevelopment plan. Soon after, the Great Recession's impact on Seattle's economy began to diminish the financial viability of the redevelopment plan, the market-rate housing component in particular. In 2013, the City began working with the U.S. Army to plan for interim uses at Fort Lawton. The plan included shifting ongoing maintenance and upkeep costs to the City.

In 2017, the City entered into a lease of Fort Lawton and a comprehensive environmental review, including public outreach and comment, for a modified redevelopment plan for Fort Lawton began. An unsuccessful appeal of the adequacy of the Final Environmental Impact Statement (FEIS) delayed post-environmental review phases. The Hearing Examiner affirmed the adequacy of the City's FEIS.

The Fort Lawton Redevelopment Plan reflects years of discussions and planning with stakeholders and holds true to the original social responsibility and environmental stewardship vision. The plan creates an affordable and livable community with housing and parks and open space. The plan affirmatively furthers fair housing choice for low income people. It provides for 85 supportive housing units for seniors, including veterans, plus approximately 100 one-, two-, and three-bedroom apartments for renter households with incomes up to 60 percent of median income, and up to 52 three-bedroom townhomes and rowhouses for low-income homebuyers. In addition, over 60 percent of the 34-acre Fort Lawton site will be acquired from the U.S. Army for parks and park-related uses.



# CHAPTER 1

## Project Vision and Site

### 1.1 PROJECT VISION

The proposal for Fort Lawton builds substantially off past planning, while recognizing Seattle's current needs and priorities. Along the way, some stakeholders expressed strong opinions on increasing the number of affordable housing units or the acres of parks space beyond what is reflected in the plan. Other stakeholders hoped to have new priorities introduced to the plan. As the public benefit conveyances and redevelopment phases finally approach, Seattleites, including Magnolia residents, can look forward to the gradual transformation of this former military installation to parks and open space and a vibrant affordable housing community. The vision balances important City priorities, including a steadfast commitment to providing quality affordable housing for low-income households and people who have experienced homelessness and increasing lands dedicated to park and open space.

#### Affordable housing

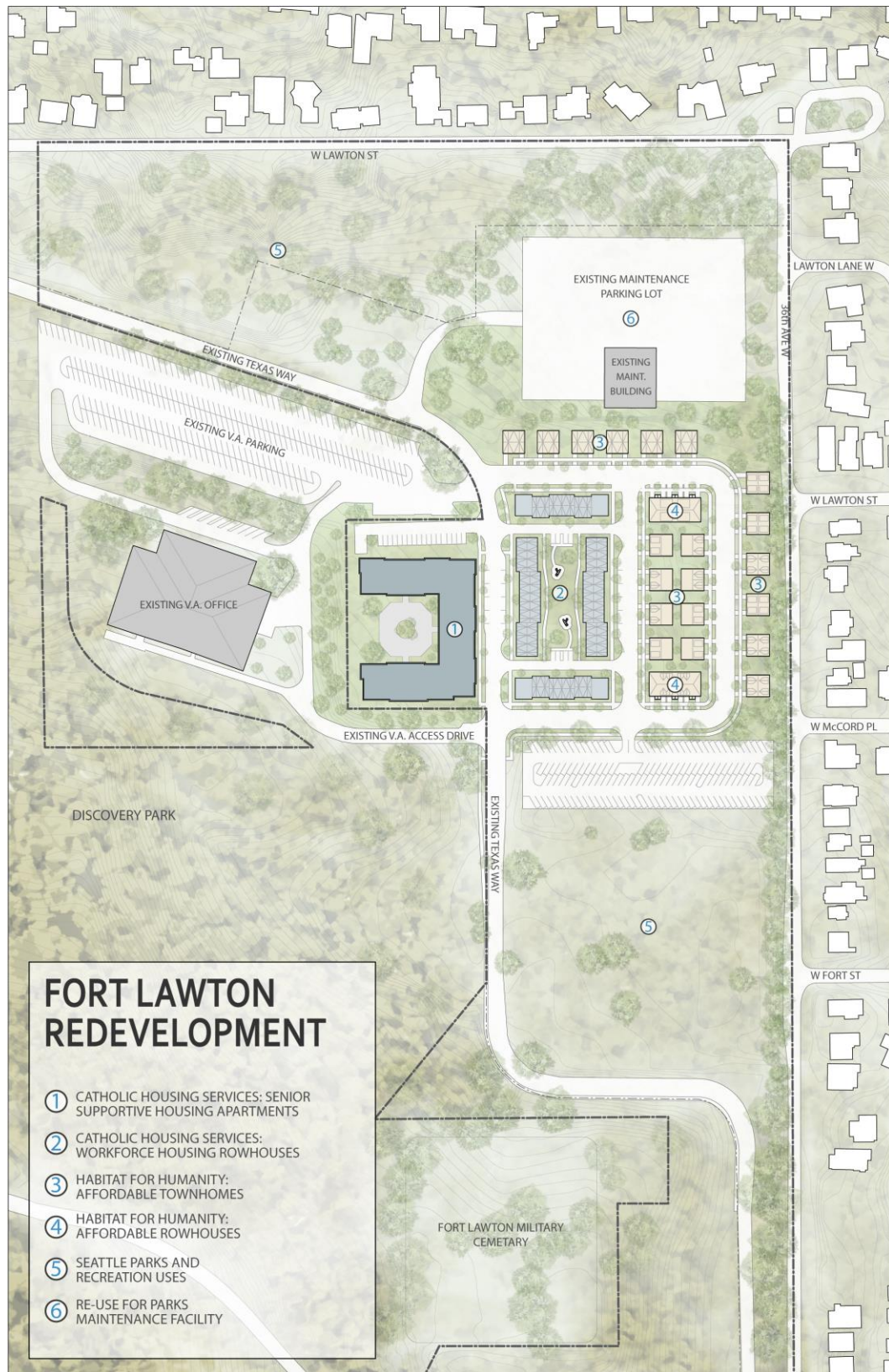
- ~ 85 supportive housing units for seniors, including veterans, who have experienced homelessness  
Sponsors: Catholic Housing Services of Western Washington and United Indians of All Tribes Foundation; U.S. HUD homeless housing public benefit conveyance \$0
- ~ 100 one-, two-, and three-bedroom flats or rowhouses for renter households with incomes up to 60% of AMI (\$42K-60K for 1-4-person HH)  
Sponsor: Catholic Housing Services of Western Washington; U.S. Army negotiated sale conveyance
- ~ 50 three-bedroom rowhouses and townhomes for homebuyers with incomes up to 80% of AMI (\$64K-86K for 2-5-person HH)  
Sponsor: Habitat for Humanity of Seattle/King County; U.S. HUD self-help housing public benefit conveyance \$0

#### Park and recreation space

- Between 21 and 22 acres of parks and recreation area
- ~ 13 acres for passive recreation
  - ~ 6 acres for development of 2 multi-purpose fields and surface parking (south of the new affordable housing)
  - Between 4 and 5 acres of forest land on western edge of Fort Lawton incorporated into Discovery Park
  - Reuse of existing structure to north of housing as park maintenance facility
  - Public engagement process prior to parks design and development

Conveyances to Seattle Parks and Recreation: U.S. Department of Interior (National Parks Service) parks public benefit conveyance \$0

Conveyance to Seattle Public Schools: Either U.S. Department of Education parks public benefit conveyance or U.S. Army negotiated sale





## 1.2 SITE DESCRIPTION

The approximately 34-acre Fort Lawton site is located on Magnolia Bluff in northwest Seattle's Magnolia neighborhood. The site is bordered by W Lawton Street to the north, 36<sup>th</sup> Avenue W to the east, W Government Way to the south, and Discovery Park to the west.

The site generally slopes downward in a series of terraces from higher elevations at the southwest corner to lower elevations to the north and northeast. Steep slopes are present along the north and east edges of the site. It has two large areas of unmaintained natural vegetation: one along the north bluff and the other in the south portion of the site, adjacent to the Fort Lawton Cemetery. Other areas of the site contain grass and ornamental plants. Shilshole Bay is located about 400 feet to the north of the site.



Fort Lawton North Parking Lot

There are two large forested areas onsite: one along the north bluff and the other adjacent to the Fort Lawton Cemetery in the south portion of the site. Patches of forest are also present in the west part of the site. Mature trees border the east site boundary along 36<sup>th</sup> Avenue W and landscaping surrounds the existing buildings.

As shown in the following table, approximately 55% of the Fort Lawton site is currently developed in building footprints, driveways, parking lots, sidewalks and other built areas. The remaining 45% of the site is in open space areas consisting of lawns, landscaping and unmaintained natural areas.

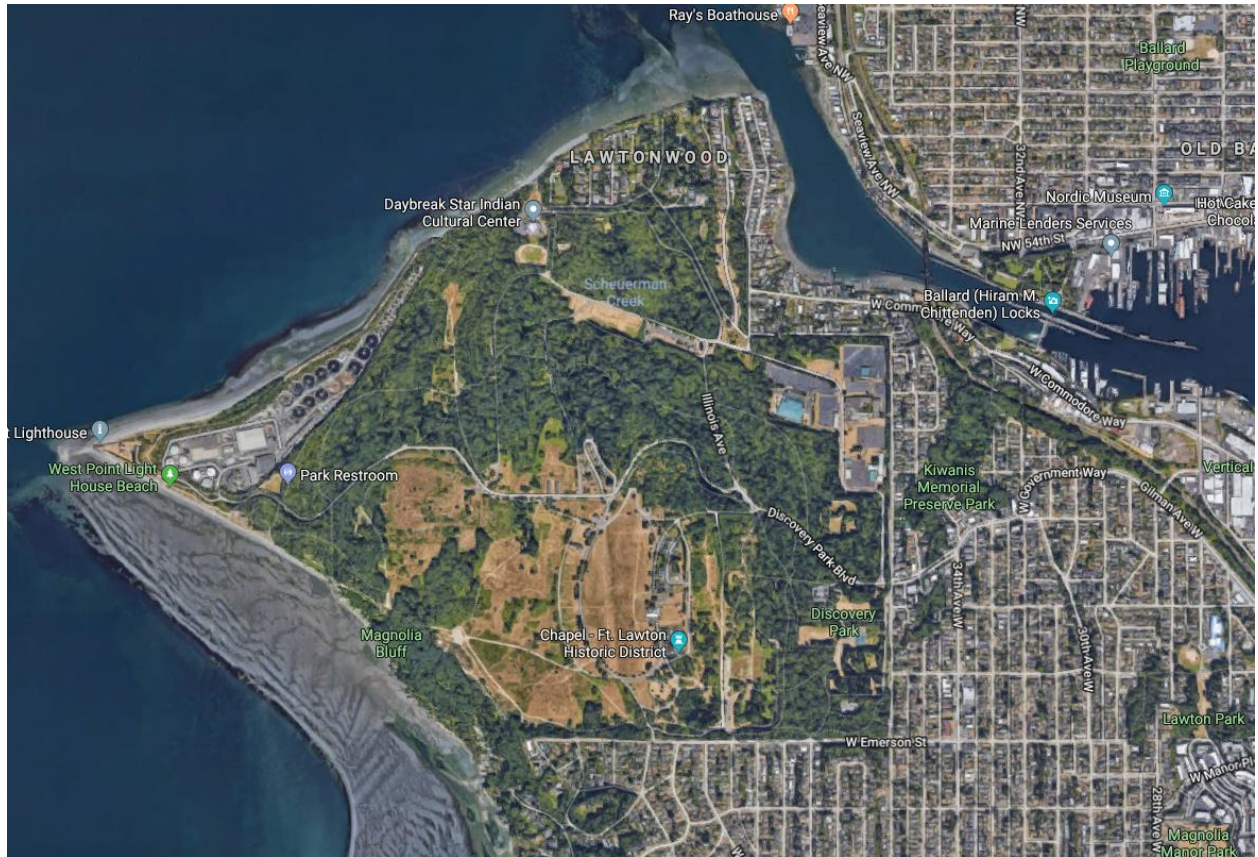
Area	Estimated Acres
<b>Built/Impervious</b>	
Buildings/Structure Footprints	2.3
Roadways/Sidewalks <sup>1</sup>	5.0
Surface Parking	11.2
<b>Subtotal</b>	<b>18.5</b>
<b>Open Space</b>	
Landscaped Area	5.9
Passive Open Space <sup>2</sup>	9.6
Active Open Space	0
<b>Subtotal</b>	<b>15.5</b>
<b>Total Area</b>	<b>33.9</b>

Source: Seattle Office of Housing, 2017

<sup>1</sup> Includes paved area along the Texas Way and 36<sup>th</sup> Avenue W rights of way.

<sup>2</sup> Passive open space area under existing conditions includes natural wooded areas.





Aerial Map (Google) of Vicinity





Existing Fort Lawton Area Map; North ↑  
Fort Lawton Redevelopment Plan parcels are outlined in red. Note: the figure is not to scale.



## 1.3 SITE HISTORY

The Magnolia Bluff was named by Lt. George Davidson during a U.S. Coastal Survey in 1857. He mistakenly identified red-barked madrona trees as magnolias. In 1896, the Magnolia Bluff was identified for use as a regimental post by the Secretary of War. Loggers proceeded to clear the old growth timber and “all trees (except designated shade trees), all brush, logs, rocks, and other rubbish of worthless material, including stumps and roots to a depth of 18 inches.” (Jaunal)

In 1897, the Seattle Chamber of Commerce and local citizens donated 703 acres of Magnolia Bluff to the U.S. Army for use as a base to defend Seattle and Puget Sound. Fort Lawton was in active military use as a staging center and prisoner of war camp through World Wars I and II, the Korean War and into the Vietnam War. At the height of base activities during World War II, the Fort included 450 buildings and housed 20,000 soldiers. In 1968, the U.S. Army decided to transfer much of its base to the City.



Dress parade at Fort Lawton, 1900s  
(Postcard, Denfeld)

On March 8, 1970, about 100 members and sympathizers of the United Indian People’s Council (subsequently United Indians of All Tribes Foundation) peacefully occupied Fort Lawton to reclaim the military grounds proposed for disposition “*in the name of American Indians by right of discovery.*” The United Indians’ claim to Fort Lawton was based on rights under U.S.-Indian treaties promising reversion of surplus military lands to their original owners. (United Indians of All Tribes Foundation)

Fifty military police demanded the group’s quick surrender. However, media coverage about the Fort Lawton takeover informed the public about “the struggles and challenges faced by urban Indians, such as poverty, disease, poor education, and lack of job opportunities” (Smith). United Indians was ultimately able to get a temporary freeze on disposition of Fort Lawton land and negotiations with the City ensued. In March 1972, two years after the initial occupation, United Indians was granted a renewable 99-year lease for 20 acres of land within the 534-acre Discovery Park, which occupies the portion of Fort Lawton surplus in the 1970s. United Indians’ Daybreak Star Cultural Center was completed in 1977.

An area of approximately 46 acres was retained by the U.S. Army and used as an Army Reserve Center. In 2000, the Army built the Fort Lawton Army Reserve Complex (FLARC) building, which was transferred to the Veterans Administration (VA) in 2011. Ft. Lawton was identified as surplus to the military’s needs as part of the 2005 Base Realignment and Closure Act (BRAC). The Federal Government plans to retain the portion of the Army Reserve Center site that contains FLARC, together with supporting parking and the Fort Lawton Cemetery. The

remaining approximately 34 acres of the Army Reserve Center was formally decommissioned by the U.S. Army on February 25, 2015 and is vacant and in caretaker status.



Fort Lawton Entry

# CHAPTER 2

## Overview of Process

### 2.1 PLAN, POLICY, AND PROGRAM GUIDANCE

The Fort Lawton Redevelopment Plan responds to local, state, and federal requirements and policy objectives to arrive at a visionary plan for affordable housing and open space at Fort Lawton. The following helped shaped the framework and content of the plan:

- U.S. Department of Defense (DoD) Base Redevelopment and Realignment Manual
- U.S. Department of Housing and Urban Development (HUD) Guidebook on Military Base Reuse and Homeless Assistance
- [City of Seattle Comprehensive Plan](#)
- [City of Seattle Municipal Code](#)
- [City of Seattle Consolidated Plan for Housing and Community Development](#)
- [Seattle/King County Count Us In Point in Time Count of Persons Experiencing Homelessness](#)

### 2.2 LOCAL REDEVELOPMENT AUTHORITY

The DoD recognizes a Local Redevelopment Authority (LRA) as the entity responsible for creating a redevelopment plan for military facilities in a BRAC process. The DoD considers the LRA's redevelopment plan before transferring any property for redevelopment to nonfederal entities. This provides one local point of contact for the DoD and efficient property transfer and community consensus for redevelopment plans. The process is governed by the DoD's Base Redevelopment and Realignment Manual and the associated sections of the Code of Federal Regulations (CFR) that are referenced by the manual and HUD, and applicable CFR sections. The Office of Economic Adjustment (OEA) recognizes the LRA to manage the public process for preparing a redevelopment plan; to serve as the single point of contact for the DoD and the local community; and to deliver a plan that balances the unmet needs of the homeless with other community economic redevelopment needs, and the needs of HUD and DoD.

Mayor Greg Nickels submitted, and the Seattle City Council approved a resolution in June 2006 for the City to request to be named the LRA for the Fort Lawton Army Reserve Center. The City was officially named the LRA on July 10, 2006 (refer to Appendix A for Resolution No. 30883).

As the LRA, the City is charged with creating a redevelopment plan for the Fort Lawton site that balances the needs of persons who have experienced homelessness with economic and other development needs of the community.

As the LRA, the City:

- Conducts outreach to homeless assistance providers and other eligible recipients of public benefit property transfers, and announces availability of surplus property for homeless and public benefit conveyance;
- Provides leadership and build consensus for the redevelopment plan;
- Consults with the military department on personal property disposal; and
- Serves as the single point of contact for the community.

## 2.3 NOTICES OF INTEREST

Under the BRAC program, portions of surplus military bases may be conveyed at no cost for housing or services for homeless people and conveyed at a reduced or no cost for other federally designated public uses. As the LRA, the City is responsible for soliciting and evaluating Notices of Interest (NOIs) from agencies or organizations requesting properties for a specific federally-qualified use. Public benefit conveyances can be made for uses such as public health, self-help housing, homeless housing, or open space. (A complete list of public benefit conveyances proposed by the Fort Lawton Redevelopment Plan is provided in Chapter 6.) Specifically, the LRA must do the following:

- Announce the availability of surplus property for homeless and public benefit conveyances;
- Give applicants at least 90 days and no more than 180 days to submit Notices of Interest;
- Consider all Notices of Interest; and
- Review applications and determine those to be included in the redevelopment plan.

The City provided notice on September 12, 2006, of the availability of property at Fort Lawton and held a workshop and tour of the site on September 26, 2006, for homeless assistance providers and other eligible recipients of public benefit property transfers. On January 10, 2007, the City received five Notices of Interest:

1. United Indians of All Tribes Foundation (Lead Developer) – Included market-rate housing, housing for persons who have experienced homelessness, community space, and open space. The application included a proposal from the Archdiocesan Housing Authority (aka Catholic Housing Services of Western Washington) for permanent supportive housing for homeless seniors.
2. Seattle Housing Authority (Lead Developer) – Included market-rate housing, housing for people who have experienced homelessness, and open space. The proposal included an application from the Young Women’s Christian Association (YWCA) of Seattle-King County-Snohomish County and Habitat for Humanity Seattle/South King County.



3. Downtown Emergency Service Center – Housing for people who have experienced homelessness.
4. Seattle Parks and Recreation Department – Included open space for incorporation into Discovery Park.
5. Seattle Veterans Museum – Included space for Seattle Veterans Museum.

The NOI review process concluded in early 2007 and involved a technical advisory group appointed by Mayor Greg Nickels. The NOI recommended to Mayor Greg Nickels included a mix of market-rate and affordable housing and 6.6 acres of parks and open space.

## 2.4 PLANNING AND IMPLEMENTATION

### 2.4.1. 2006-2008 Process

The Fort Lawton Base Realignment and Closure (BRAC) public involvement process began in September 2006 with a workshop and tour of the site for those organizations interested in the NOI process for surplus property. The general public was welcome and included at the workshop to ensure the general public had an opportunity to understand the BRAC process and what would be happening at Fort Lawton. Following the initial NOI workshop and tour, approximately 17 community meetings were held in 2007 and 2008.

The plan that Seattle City Council approved in 2008 (Resolution 31086) included up to 216 housing units, including 85 homeless housing units to be developed by Archdiocesan Housing Authority (aka Catholic Housing Services), with services for units for seniors to be provided by United Indians of All Tribes Foundation. The housing also included a small self-help ownership housing component to be developed by Habitat for Humanity of Seattle/King County. The parks and open space element of the plan totaled 6.6 acres, plus 0.57 acres for a central neighborhood park.

### 2.4.2. 2017-2018 Process

Scoping and environmental review for Fort Lawton Army Reserve Center redevelopment provided a new phase of public engagement. Fort Lawton redevelopment under EIS Alternative 1 (Preferred) assumed parks and recreation space and a mix of affordable rental and ownership homes, including 85 units supportive homeless as proposed in 2008.

Environmental review included two scoping meetings to identify the elements of the environment and redevelopment alternatives, including the preferred alternative at Fort Lawton, for analysis. A public comment period was also provided for the Fort Lawton Redevelopment Project Draft EIS (DEIS). 1,001 written comment letters/emails were received, and public testimony was provided at a public hearing by 82 individuals.<sup>1</sup> All the comments that were received, and responses to the substantive comments, are provided in Chapter 5 of the Final EIS (FEIS). The FEIS includes revisions to the DEIS as a result of comments; written

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<sup>1</sup> The number of written comments referenced in 4.1 Public Process and 4.2 Feedback are different. In 4.1 Public Process, the number is a count of comment letters received; those signed by multiple individuals are counted once. In 4.2 Feedback, each commenter who signed a letter is counted.

comments received during the DEIS comment period; a transcript of oral comments made at the public hearing; and responses to all substantive written and oral comments.

# CHAPTER 3

## Existing Conditions

The Fort Lawton Army Reserve Center FEIS (March 2018) provides a detailed review of existing conditions and identifies elements of the environment that may be affected by redevelopment of the 34-acre former military site. The FEIS also describes mitigation measures for potential impacts of the proposed Redevelopment Plan. Sections of the FEIS on the affected environment, impacts, and mitigation measures are identified for each of the topic areas discussed in 2008. Section 3.1 Facilities, below, reflects information about existing facilities from multiple sections and chapters of the FEIS plus updated information about current condition of structures, which are in caretaker status with the City under terms of a 5-year lease with the U.S. Army.

### 3.1 FACILITIES

The Fort Lawton Army Reserve Center was formally decommissioned by the U.S. Army on February 25, 2015 and is vacant and in caretaker status. Information from multiple parts of the FEIS about existing Fort Lawton facilities is summarized in this section.

Existing development on the Fort Lawton site reflects the past military use of the site. The site currently contains six buildings, roadways, parking areas, and sidewalks. An incinerator stack is also present onsite. None of the structures are currently in use.

Most of the on-site buildings were built for storage, maintenance, or vehicle repair purposes. Harvey Hall (Building 216) and Leisy Hall (Building 220) contained administrative and training facilities. The on-site buildings range in size from approximately 2,000 square feet to 50,000 square feet. There is a total of approximately 100,000 square feet of building area on the site. Existing buildings are typically one- to two-stories high.

Water service to the site is provided by Seattle Public Utilities (SPU). The site is currently served by a looped underground system of water mains. These water mains enter the area at the intersection of 36<sup>th</sup> Avenue W and W Government Way. The mains supply potable water and fire flow. There are ten fire hydrants located throughout the site.

Sewer service to the site is provided by SPU. Wastewater from the site is carried north by an 8-inch sewer line that connects to a major trunk line for stormwater and wastewater in Commodore Way. Wastewater is conveyed to King County's West Point Sewage Treatment Plant, immediately west of Discovery Park, where it is treated. In addition, the King County Wastewater Treatment Division manages a 144-inch diameter sewer tunnel located approximately 140 feet beneath the south end of the Fort Lawton site, starting where 36<sup>th</sup> Avenue W meets W Fort Street and continuing west under the site.

Stormwater from the site is collected by roadside swales and parking lot catch basins that drain into the City's combined stormwater and wastewater trunk line in Commodore Way. Collected stormwater is conveyed to the West Point Wastewater Treatment Plant. There is currently no on-site stormwater flow control or water quality treatment.

Electrical power is presently provided to the site by Seattle City Light. The electrical system was installed in 1999 and consists of a 26kV primary underground system with three pulling vaults and four transformer vaults. Electrical service is provided by a Seattle City Light substation located on the east side of 36<sup>th</sup> Avenue W and associated underground transmission lines.

Natural gas service to the site is provided by Puget Sound Energy. A natural gas main is located along 36<sup>th</sup> Avenue W.

Solid waste service to the site is provided by a licensed private contractor and disposed of in a permitted landfill. The U.S. Army Reserve, through a King County mandate, has a recycling program in place that collects plastic, newspaper, aluminum, and glass, and sells them to Emerald Recycling services.

### **3.4 ENVIRONMENT**

Final Environmental Impact Statement – Section 3.1 Earth

Final Environmental Impact Statement – Section 3.2 Biological Resources

### **3.2 HISTORIC AND CULTURAL RESOURCES**

Final Environmental Impact Statement – Section 3.9 Historic and Cultural Resources

### **3.3 PARKS AND OPEN SPACE**

Final Environmental Impact Statement – Section 3.8 Recreation and Open Space

### **3.5 TRANSPORTATION**

Final Environmental Impact Statement – Section 3.10 Transportation

### **3.6 RELATIONSHIP TO PLANS AND POLICIES**

Final Environmental Impact Statement – Section 3.6.5 Relationship to Plans and Policies



# CHAPTER 4

## Outreach and Public Comment

The Fort Lawton Redevelopment Plan reflects a balancing of City priorities of affordability and livability and a broad range of stakeholder input, including those of Magnolia residents. Base Realignment and Closure policy requires the LRA to give public notice and hold at least one public hearing to allow interested parties and members of the public comment on the proposed redevelopment plan for surplus military property that may be considered to help persons who have experienced homelessness.


The City, the designated LRA, initiated the process on September 12, 2006 with notice of the pending disposition of the Fort Lawton Army Reserve Center. Over the next two years, the City helped facilitate a workshop and tour of the site and 17 additional community meetings dedicated to Fort Lawton redevelopment planning. Outreach and public comment continued in 2017-2018.

### 4.1 PUBLIC PROCESS

#### 4.1.1. 2006-2008

The Fort Lawton public process established by the City for 2006-2008 is described as a “highly interactive, iterative, and public process” and reflective of a “keen interest to the Magnolia community and especially to the site’s neighbors” (Fort Lawton Redevelopment Plan 9/18/2008, p. 4-1). The following provides a timeline of Fort Lawton community meetings and workshops:

Meeting/Workshop Purpose	Date
Notice of Interest (NOI) workshop and site tour for homeless assistance and public	September 26, 2006
BRAC process, including HUD’s role, for Fort Lawton	October 17, 2006
BRAC process, including HUD’s role, for Fort Lawton and next steps	December 13, 2006
Discussion of NOIs submitted	February 13, 2007
Discussion of NOIs submitted	February 14, 2007
BRAC process and Army value	April 19, 2007
City’s NOI decision; community process; next steps	February 25, 2008
Project update; community process; next steps	March 13, 2008
Project update; goals and vision; community process	March 29, 2008

Meeting/Workshop Purpose	Date
Homelessness and housing discussion	April 21, 2008
BRAC process and NOI review; goals discussion; community visioning	April 26, 2008
Discussion about a community relations plan to address homeless housing concerns	May 19, 2008
Overview/community feedback about various plan elements	May 31, 2008
Discussion about a community relations plan to address homeless housing concerns	June 2, 2008
Discussion about a community relations plan to address homeless housing concerns	June 19, 2008
Overview/community feedback about various plan elements	June 21, 2008
Overview/community feedback about various elements of the proposed Redevelopment Plan (Photo of July 12 <sup>th</sup> meeting)	July 12, 2008
	
Draft Redevelopment Plan	July 19, 2008
Seattle City Council Housing & Economic Development Committee – Public Comment on Redevelopment Plan	August 6, 2008
Seattle City Council Housing & Economic Development Committee – Public Comment on Redevelopment Plan	August 20, 2008
<i>Seattle City Council Public Hearing – Fort Lawton Redevelopment Plan</i>	<i>August 21, 2008</i>
<i>Seattle City Council Public Hearing – Fort Lawton Redevelopment Plan</i>	<i>September 3, 2008</i>

#### 4.1.2. 2017-2018

A second phase of public process began for purposes of environmental review scoping and analysis. The SEPA Determination of Significance (DS) and Request for Comments on the Scope of the environment impact statement (EIS) was published on June 5, 2017. A 21-day comment period was identified in the DS/Request for Comments, as provided for in WAC 197-11-410. A complete summary of that process, including responses to issues, is included in the FEIS.

The following provides a timeline of meetings and the public hearing held during environmental review:

Meeting/Workshop Purpose	Location	Date
First EIS Public Scoping meeting	Daybreak Star Indian Cultural Center	June 19, 2017
Second EIS Public Scoping meeting	Magnolia Community Center	June 21, 2017
<i>Draft EIS Public Hearing – Fort Lawton Army Reserve Center Redevelopment Project</i>	Magnolia United Church of Christ	<i>January 9, 2018</i>
<i>City Council Briefings and Public Hearing</i>	City Hall	<i>TBD</i>

A public comment period was also provided for the Fort Lawton Redevelopment Project DEIS. 1,001 written comment letters/emails were received, and public testimony was provided at a public hearing by 82 individuals.<sup>2</sup> All the comments that were received, and responses to the substantive comments, are provided in Chapter 5 of the FEIS.

Many comments identified common subjects; those were termed “key topic areas” in the FEIS. Rather than provide a similar response to each comment that shares a common theme, Chapter 4 of the FEIS identifies the key topic areas that are related to the elements of the environment used in SEPA (WAC 197-11-444), provides a discussion for each area, and responds to the most often asked questions. Responses to specific comments in Chapter 5 of the FEIS that pertain to these key topic areas (including public services; recreation and open space; transportation; and rezone criteria analysis) are contained in Chapter 4 of the FEIS and commenters are referred to that chapter. Additional post-DEIS information and analysis is also summarized in FEIS Chapter 4.

The FEIS includes the following:

- Revisions to the DEIS as a result of comments received on the DEIS;
- Written comments received during the DEIS comment period, and responses to substantive comments that were raised; and

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<sup>2</sup> The number of written comments referenced in 4.1 Public Process and 4.2 Feedback are different. In 4.1 Public Process, the number is a count of comment letters received; those signed by multiple individuals are counted once. In 4.2 Feedback, each commenter who signed a letter is counted.

- A transcript of oral comments made at the public hearing, together with responses to substantive comments.

## 4.2 FEEDBACK

### 4.2.1. 2017-2018

Of the written and oral comments on the DEIS from 1,132 unique individuals and organizations, 809 were supportive of the proposal.<sup>3</sup> A subset of commenters urged elevating one of the uses as a priority. A total of 173 commenters urged the City to consider pursuing a plan with more affordable housing for low-income households, while 157 commenters supported using the property for a public park.

Responses to comments on the DEIS (see FEIS Chapter 5) largely paralleled comments received during the Determination of Significance scoping process, summarized as follows:

<b>Support for Outlined Alternatives</b>	<b>Number of Unique Commenters</b>
Alternative 1: Affordable housing and park .....	189
Alternative 2: Market-rate housing (affordable housing offsite) .....	6
Alternative 3: Public park (affordable housing offsite) .....	57
Alternative 4: No action .....	14

In addition to comments on the proposed alternatives, a number of commenters made specific requests to consider new or revised alternatives. These comments included the following requests:

- Add a school option
- Include an off-leash dog park in the park component
- Provide greater number of affordable housing units than proposed
- Give land to United Indians of All Tribes Foundation
- Give land to the Duwamish Tribe
- Create new athletic facilities
- Create meeting spaces and vacation rentals
- Remove off-site housing component of alternatives 2 and 3

In addition to comments on the proposed alternatives, many comments expressed concerns about different impacts from the proposal. Below is a chart that illustrates the number of comments by topic area, followed by a description of major themes.

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<sup>3</sup> The number of written comments referenced in 4.1 Public Process and 4.2 Feedback are different. In 4.1 Public Process, the number is a count of comment letters received; those signed by multiple individuals are counted once. In 4.2 Feedback, each commenter who signed a letter is counted.



Comments on Elements of the Environment	Number of Comments
Geology/Soils – soils, geology, topography	28
Biological Resources - plants, animals and wetlands	42
Air Quality – air and greenhouse gas emissions	27
Noise – noise generation	28
Environmental Health – hazardous materials and substances	35
Land Use/Relationship to Plans and Policies – land uses, relationship to City, County, State and other local plans/policies, and key federal plans/policies	33
Aesthetics/Visual Resources – aesthetic character, views, light and glare, shadows	28
Housing, Socioeconomics and Environmental Justice – housing types and affordability, demographic conditions, disproportionate impacts on minority and low income populations	65
Recreation and Open Space - parks and recreation	57
Historic and Cultural Resources – historic, archaeological and cultural resources	32
Transportation – motorized and non-motorized	132
Public Services – police, fire/emergency services, schools	96
Utilities – water and sewer	30

Comments on Specific Themes	Number of Comments
Access to grocery and other services	89
Discovery Park	55
Property values	14
Public health/safety (Drugs/alcohol/individuals with criminal backgrounds)	56
Pollution	25
Water quality	21
Great Blue Heron Management Plan	24
Financial cost	9
Sidewalks	1

A large number of commenters objected to the proposed population for the housing development, with the most common reason being the lack of services in the area for low-income and homeless people. Some viewed Magnolia as more of a suburb than part of the city, and distinct from other Seattle neighborhoods. Many of these comments were based on an assumption that low-income households are not able to afford cars and would be forced to

shop at the neighborhood Metropolitan Market for groceries. The second most frequent objection related to presumed impacts on public health and safety, while a third reason cited potential negative impacts on property values.

Some commenters offered suggestions about better locations for low-income housing, including:

- Aurora Avenue
- Interbay/15<sup>th</sup> Avenue
- South Seattle
- Memorial Stadium
- Multiple smaller locations
- “Outskirts” of Seattle

Many commenters expressed concern about impacts of the proposal on aspects of Discovery Park, including on plants and animals (particularly the great blue heron and other bird species), air quality, views, and the overall experience of visitors to the park. Many commenters believed the property in question is a part of the City’s Discovery Park, rather than U.S. Army-owned property. Several of these comments also asserted the applicability of the Discovery Park Master Plan to the property. Some commenters also viewed the proposal for Fort Lawton as part of a larger pattern of negative impacts on the park, whether from the private development of former officers’ homes within the park, the West Point wastewater treatment facility, the use of the park by homeless individuals, or the general impacts of a growing population. In addition, some immediate neighbors expressed concern about detrimental impacts in air quality, noise, and views.

A large number of comments centered on how the proposal would place a burden on existing public infrastructure, services and facilities, whether to roads/public transportation, schools, police/fire/emergency services, or water/sewer systems. Of those issues, traffic was the most common concern, followed by impacts on public services such as schools and law enforcement. Some commenters who were concerned about traffic made sure to note that their concerns applied equally to the potential school option, and to any housing alternative. Pedestrian and bicyclist safety were also raised, as was concern over potential spill-over parking from the development.

The largest volume of comments (293) on the range of alternatives urged modifying the plan to include a school. In addition to official comments received via publicized methods, the Seattle Office of Housing received a petition started by change.org requesting that the City partner with Seattle Public Schools to develop a high school and additional park space at Fort Lawton. While the petition specifically identified those two uses, some individual commenters expressed support for a school and affordable housing, or for a middle school rather than a high school.

In response to the large volume of comments regarding a school, the Office of Housing reached out to Seattle Public Schools (SPS) to provide them with an opportunity to assess the site for feasibility. SPS conducted a thorough review that addressed basic feasibility questions, including ability to meet Department of Education requirements for educational conveyances.

Ultimately, SPS communicated that it would not be able to meet federal requirements for property acquisition, citing key challenges:

- SPS lacked the immediate resources necessary to qualify for a federal educational conveyance, with the next school levy not scheduled until 2019;
- SPS would be unable to demonstrate immediate need for a school in this area, another requirement for a federal educational conveyance, given other projects already underway aimed at addressing existing demand in this area; and
- Re-use of existing buildings was not a viable alternative to building a new school, given the condition of the buildings and need for seismic upgrades.

#### 4.2.2. 2006-2008

Comments received during environmental review process in 2017-2018 mirrored many of the same comments received during the redevelopment planning and engagement undertaken in 2006-2008. Comments then focused intently on concerns of Magnolia residents who engaged in the process. The following are the original Fort Lawton redevelopment goals identified by engaged community members (Fort Lawton Redevelopment Plan, 9/18/2008, p. 4-43):

- Reflect neighborhood character (*Seattle Comprehensive Plan definition: "The unique look and feel of a particular area within the city. This is a subjective concept – one that varies not only by neighborhood but also by each person's view of that neighborhood"*)
- Maintain home property values in this community
- Keep current zoning (*SF 7200: development of single-family homes on lots 7,200 square feet or greater is permitted outright*)
- Enhance neighborhood quality and values
- Ensure a family-safe environment
- Optimize residential mix
- Mix incomes a natural way
- Offer diverse housing choices for incomes, ages and family sizes
- Limit total development
- Blend new development with existing neighborhood
- Minimize neighborhood traffic
- Improve entry to Discovery Park
- Offer multiple circulation choices
- Create pedestrian-friendly and safe streets
- Minimize impact of the Veterans Affairs building and traffic
- Protect existing forested areas
- Improve wildlife corridors between Kiwanis Ravine and Discovery Park
- Increase trails into Discovery Park
- Improve trees, vegetation, and habitat across the site

- Repair site topography and natural drainage
- Create a green and environmentally sensitive community

Comments received during the environmental review process covered many of these same topic areas (see FEIS Chapter 5). Overall, the response to the plan analyzed for impacts was largely positive, with nearly three quarters of written and oral responses expressing support. The final plan operationalizes many of the goals expressed by the community.

### 4.3 FUTURE PUBLIC COMMENT

Seattle City Council approval is required for several actions related to the Fort Lawton project, in addition to adopting the updated redevelopment plan, including: a rezone of portions of the Fort Lawton site from SF 7200 to LR2 (M1); public property conveyances from the Army to the City, sale of parcels designated for housing development and execution of necessary easement agreements; and funding for acquisition and development. City Council meetings are open to the public and public comment regarding proposed Council actions is generally allowed. Consistent with City parks acquisition policies, Seattle Parks and Recreation will engage Seattle's diverse population, other private and public entities (Seattle Public Schools, Seattle Housing Authority) and community-based organizations on future design and development of Fort Lawton parks and facilities.

# CHAPTER 5

## Redevelopment Plan for Fort Lawton

This chapter provides an overview of the Fort Lawton Redevelopment Plan, consistent with environmental review and robust public comment.

### 5.1 AFFORDABLE HOUSING

The City has a legal obligation and a policy commitment to affirmatively further fair housing, which it proactively pursues by increasing housing choices for low-income people throughout the city. In large parts of Seattle, including Magnolia, access has been historically denied or limited by historic racial covenants and by land use policy that largely precludes opportunities for developing multifamily housing. The Fort Lawton Redevelopment Plan provides increased access to affordable housing in an area with high access to opportunity, consistent with the City's 2017 Assessment of Fair Housing.



(1) Supportive homeless housing for seniors; (2) Affordable rental housing ( $\leq 60\%$  AMI); (3 & 4) Affordable ownership housing ( $\leq 80\%$  AMI)

The Fort Lawton Redevelopment Plan also responds to the housing and homelessness crisis, which disproportionately impacts people of color. Increasing the production of affordable housing is a key strategy to advancing racial and social equity, consistent with the City's Comprehensive Plan. It is essential to achieving the collective goal of a just, healthy, and vibrant future for Seattle.

The Fort Lawton Redevelopment Plan includes a mix of approximately 238 affordable housing units, as follows:

- Homeless supportive housing for seniors, including veterans ..... 86 units<sup>4</sup>

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<sup>4</sup> 85 supportive homeless housing units and one manager unit

- Homes for renter households with incomes up to 60% of AMI .....100 units
- Townhomes/rowhouses for owner households with incomes up to 80% of AMI ...52 units

#### **5.1.1. Supportive housing for seniors who have experienced homelessness**

Catholic Housing Services, in partnership with the United Indians of All Tribes, will construct supportive housing for seniors, including veterans, who have experienced homelessness. This partnership leverages CHS's affordable housing development and ownership expertise and United Indians of All Tribes' historic connection to Ft. Lawton.

Supportive housing combines non-time-limited affordable housing assistance with wrap-around supportive services for people experiencing homelessness. Studies have shown that supportive housing not only resolves homelessness and increases housing stability, but also improves health and lowers public costs by reducing the use of publicly-funded crisis services.

The senior supportive housing will include a package of services focused on residential stability. Case management services will be provided onsite by Catholic Community Services of Western Washington (Catholic Housing Services' sister organization). Housing case managers will work with residents to identify supportive service needs, provide case management services, crisis intervention, eviction prevention, advocacy, and linkages to community resources, and encourage participation in meaningful activities. Residents may be assisted in obtaining and maintaining financial disability benefits such as Supplemental Security Income, Social Security Disability Insurance, and Veterans Affairs benefits, and may be assisted with obtaining Medicaid, Medicare, and other medical benefits. Case managers may also leverage outside behavioral health services, including chemical dependency treatment and mental health services, and bring providers onsite when possible. Residents needing additional help with personal care and unit up-keep may be referred for chore service. Residents may be referred, transported and accompanied when necessary to community health clinics. Primary care physicians and visiting nurses may use a private room available in the building to serve residents. The goal of services is for residents to obtain and maintain financial and medical benefits, decrease the use of emergency medical services, establish a relationship with a primary health care provider, and increase a resident's ability to abide by lease requirements despite a disabling condition.

In addition to case management services, residents will have access to residential counselors. Residential counselors engage residents in on-site recreational and social activities, which could include creating opportunities for resident involvement in internal and external neighborhood volunteer activities. Residential counselors will collaborate with property management, case managers, and other outside service providers to ensure coordination of services to residents. Housing stability plans will be developed in collaboration with residents, case managers, and other staff, outlining goals and strategies to ensure housing success. Contact will be maintained with case managers to resolve crises and monitor progress as defined in the housing stability plan and ensure the adequate provision of identified services.



Catholic Housing Services (CHS) is an outreach of the Catholic Church in Western Washington, under the leadership of the Archbishop of Seattle and the Boards of Trustees. CHS employees and volunteers come from many faith traditions to serve and support poor and vulnerable people by providing quality integrated services and housing. CHS's focus is on those individuals, children, families, and communities struggling with poverty and the effects of intolerance and racism.

Since 1970, the United Indians of All Tribes Foundation has promoted the well-being of the Puget Sound region's Indigenous community through services and programming that support cultural connection, school readiness, economic self-sufficiency, housing stability, and health and well-being. United Indians' services are strength-based and client-driven, in recognition of their people's tremendous resilience, and sustain people in every age and stage of life. Their programs and services (homelessness prevention, Labateyah Youth Home, Native Elders Program, employment support, foster care/Indian child welfare, parent involvement, and early childhood) strengthen the sense of belonging and significance of Native people.

A three-story apartment building will be built in the parcel located to the east of the Veterans Affairs administrative building and west of Texas Way. Consistent with City housing funding policies, the supportive housing will be built to Evergreen Sustainable Development Standards.

#### **5.1.2. Affordable rental housing**

Catholic Housing Services intends to construct affordable rental housing for households earning up to 60% of the Area Median Income. Affordable housing provides families and individuals with stable, quality housing at affordable rents. A versatile community space for tenants will be part of designing the affordable rental housing. The community space will house a meeting room with a small kitchenette and on-site management offices. The meeting space will be available for the tenants to come together socially and to facilitate tenant-based enrichment and empowerment activities. If possible, a computer lab will also be housed in the community space. Catholic Housing Services will encourage establishing a resident's council to solicit input from tenants and cultivate an active community. Catholic Housing Services of Western Washington has a long history of coordinating support services and connecting residents with community-based resources, and with office space available in the community space they will seek to bring those resources to the residents of Fort Lawton's affordable rental housing.

Flats or rowhouses will be built. Consistent with City housing funding policies, the affordable rental housing will be built to Evergreen Sustainable Development Standards.

#### **5.1.3. Self-help ownership housing**

Habitat for Humanity Seattle-King County (Habitat) intends to construct 52 homes for ownership by buyers with household incomes of up to 80% of area median income (AMI). This will be accomplished using a self-help model where the homebuyers contribute a significant amount of sweat-equity to the development. Additionally, these homes will be resale-restricted for a minimum of 50 years to ensure on-going affordability to subsequent eligible homebuyers. Habitat will maintain ownership of and lease the land to homeowners using a uniform

community land trust, 99-year, renewable and inheritable lease, to ensure compliance with the City's regulatory agreement requiring owner-occupancy and on-going affordability. A homeowners' association will be established, and homeowners will be involved in creating and enforcing agreements within their community. The association will be required to have professional management and the ground lease continues to provide the opportunity for oversight by Habitat. Habitat provides support and guidance to homeowners and ensures the Association is properly managed and property standards are maintained.

Any existing structures on the site will be demolished. The housing types will be a mix of 3-bedroom homes in duplex townhomes and 6-unit rowhouses. Parking for one vehicle per is proposed, per home, at the ground floor with two floors of living area above. The homes will meet green building criteria for sustainability and be designed and constructed to ensure a healthy and low cost to maintain home.

Habitat for Humanity-King County is a local branch of Habitat for Humanity, a global nonprofit housing organization working in local communities across all 50 states in the United States and in approximately 70 countries. Habitat's vision is of a world where everyone has a decent place to live. Habitat works toward our vision by building strength, stability, and self-reliance in partnership with families in need of decent and affordable housing. Habitat homeowners help build their own homes alongside volunteers and pay affordable monthly housing costs.



Examples of existing affordable housing development types similar to those proposed at Fort Lawton.

Source: Tonkin Architecture, SMR, and Habitat for Humanity, 2017



## 5.2 PARKS AND RECREATION

The Fort Lawton Redevelopment Plan sets aside a large portion of the site (61%) for open space and recreation uses, including passive open space, active open space, and landscaped areas. These areas will be available for use by residents of the housing and the public.

### 5.2.1. Passive open space

Approximately 13 acres of the site will be provided for passive recreation activities such as picnicking and viewing. Existing wooded areas in the north and south parts of the site will be preserved in their natural condition. A large passive park will be provided in the north part of the site and a small passive park will be created in the central site area, among the townhouses and row houses. Between 4 and 5 acres of forest land owned by the U.S. Army in the west portion of the site will be incorporated into Discovery Park. All park facilities will be designed and constructed to Seattle Parks and Recreation (SPR) standards, and would be owned and maintained by SPR.

### 5.2.2. Active open space

Approximately 5 acres of the site will be developed for active recreation activities. Counting associated parking and site improvements, the total area devoted to active recreation will be approximately 6 acres. Two unlit, multi-purpose fields will be provided in the central portion of the site, to the south of the housing and parking. These fields could be configured in a variety of orientations for different uses, including structured and unstructured athletics, and community functions. It is anticipated that some league play will occur on these fields. The fields will require electricity to maintain the fields. All fields will be designed and constructed to SPR standards.

The City is in negotiations with Seattle Public Schools (SPS) regarding their interest in owning and maintaining land dedicated to active recreation. Such uses could help meet SPS's recreational needs, and serve the broader public. As with other shared facilities in Seattle, these will likely be the subject of a Joint Use of Facilities Agreement with SPR. Property identified for SPS acquisition and development will be acquired by SPR through a public benefit conveyance if SPS is unable to move forward with its proposal.

### 5.2.3. Sidewalks and trails

Sidewalks and trails will be located throughout the site to provide opportunities for nonmotorized circulation. Texas Way will be improved by adding a sidewalk or walkway adjacent to new development areas. In addition, the existing sidewalk on the west side of the street will be maintained. Trails will be provided between homes in the central portion of the site and potentially in other portions of the site. No direct sidewalk/trail connections to the Magnolia neighborhood to the east or Discovery Park to the west are proposed.

### 5.2.4. Parks maintenance building

Existing OMS-Building 245 and the associated surface parking area and driveways in the north part of the Fort Lawton site will be retained under the redevelopment plan. These facilities will be used for parks maintenance purposes by SPR. No new infrastructure will be required for the

building. Access to the maintenance building parking area will be available from a driveway off of Texas Way.

## 5.3 INFRASTRUCTURE

The redevelopment plan anticipates a need for new and upgraded public infrastructure to meet the needs of the new affordable housing and parks and recreation space. New and upgrade infrastructure needs are described in this section.

### 5.3.1. Utilities

A portion of the various redevelopment budgets will address a portion of new water, sewer, stormwater, electrical, and solid waste service infrastructure costs. Seattle Public Utilities will continue to provide water and sewer service, Seattle City Light electrical service, Puget Sound Energy natural gas service and a licensed private contractor solid waste service to the site. Necessary utility extensions will be made to serve development. A temporary stormwater control system will be installed for construction and a permanent stormwater control system for operating the project, per City standards.

### 5.3.2. Landscaping

Landscaping on the Fort Lawton site will blend with the existing natural vegetation in Discovery Park and the landscaping in the Magnolia neighborhood and will meet applicable City landscape regulations. The landscape concept for the parks and recreation component of the project will feature preserving wooded areas (e.g., in the north and south portions of the site), retaining passive use lawn areas, and developing active playfields. The project will maintain and, if necessary, enhance the existing vegetation along the east edge of the site that serves as a buffer between the site and the Magnolia neighborhood. Exceptional trees in development areas onsite will be retained where possible. If any exceptional trees need to be removed, the City's mitigation requirements will be met per Chapter 25.11 of the Seattle Municipal Code (SMC). Landscaping will incorporate native, noninvasive, and drought-resistant plantings.

### 5.3.3. Streets, sidewalks, access

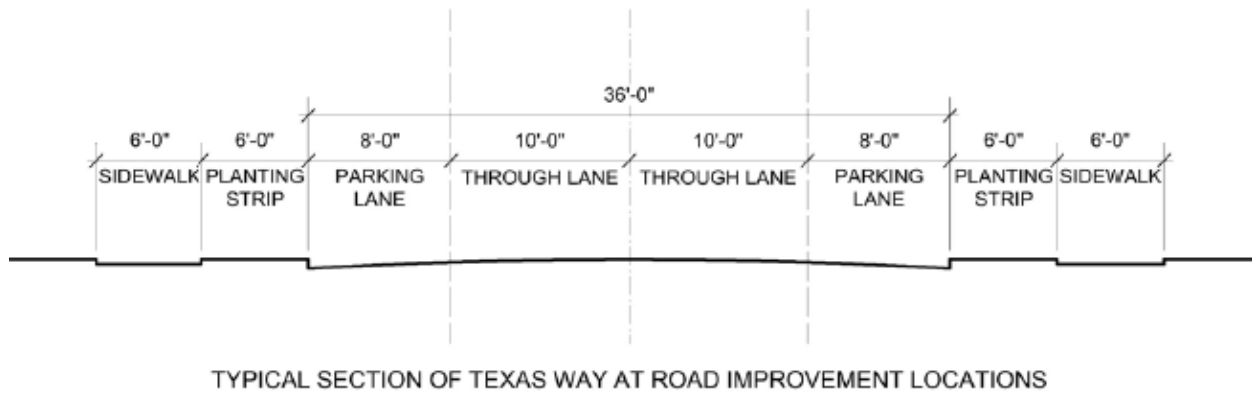
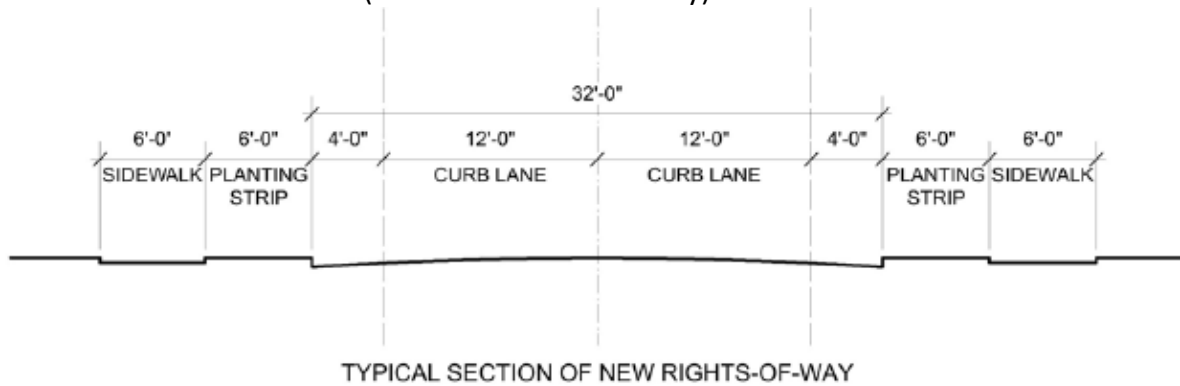
Texas Way will serve as the main public access route through the site. This street will be improved to include:

- Two 10-foot wide travel lanes;
- 8-foot wide parking lanes (on both sides of roadway);
- 6-foot wide planting strips (on both sides of the roadway, adjacent to development areas); and
- 6-foot wide sidewalks (on both sides of roadway, adjacent to development areas).

Other new residential streets will be developed onsite to serve development. These streets will include:

- Two 12-foot wide travel lanes;
- 4-foot wide shoulders (on both sides of roadway);
- 6-foot wide planting strips (on both sides of roadway); and

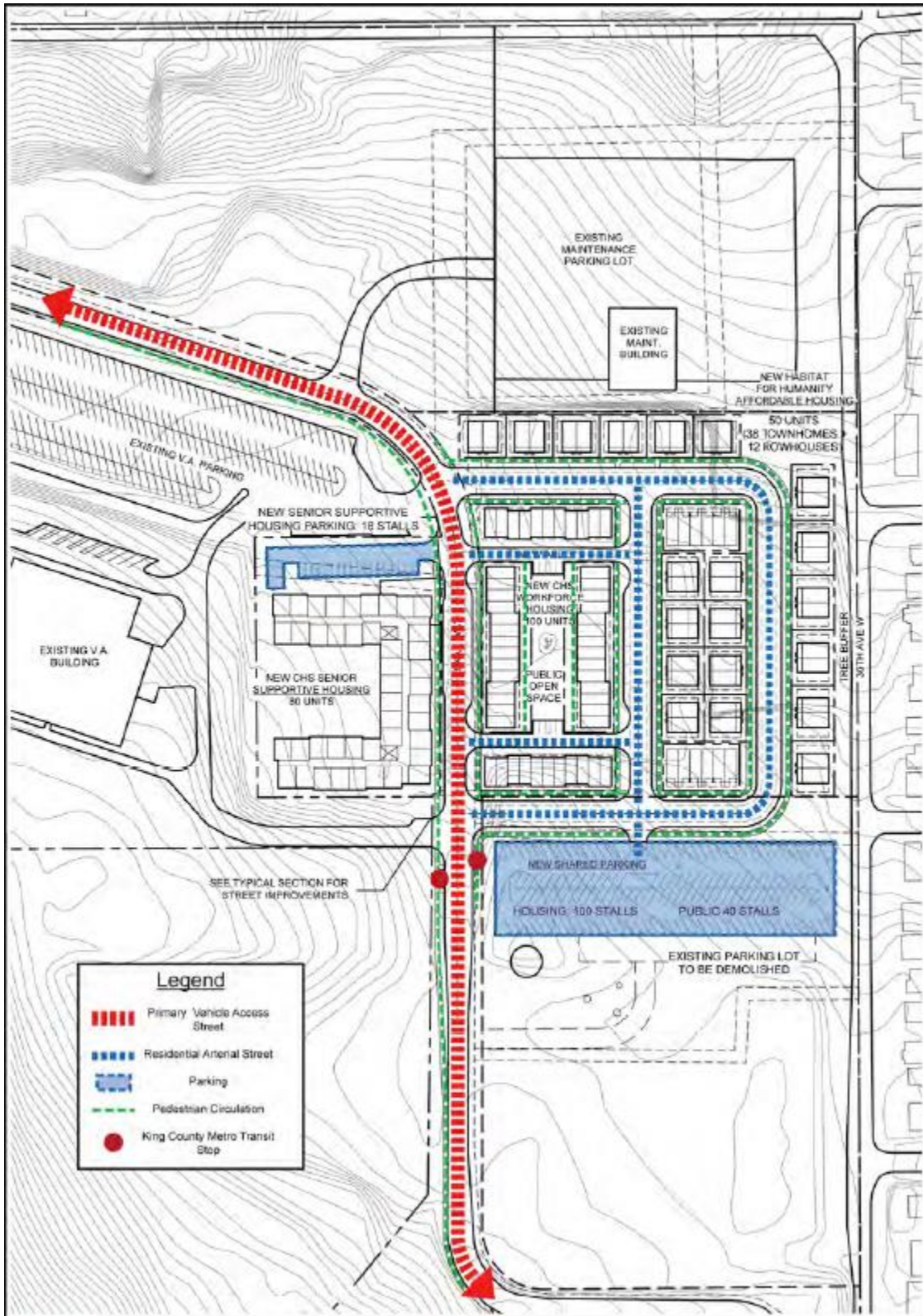
- 6-foot wide sidewalks (on both sides of roadway).



#### Typical Road Sections

King County Metro transit bus stops will be provided at two locations along Texas Way onsite: on either side of the roadway adjacent to the large shared parking area.





FORT LAWTON CIRCULATION PLAN

This figure is not to scale. Source: SMR Architects, 2017.

#### **5.3.4. Parking**

Parking will meet requirements of SMC 23.54.015. Up to 266 parking spaces (206 housing/60 parks and sports fields) would be provided on the Fort Lawton site. Most of the parking spaces would be located in paved surface parking lots (up to 226 spaces). Parking for owner households would be located on the first floor of the unit, with two floors of living space above.

# CHAPTER 6

## Conveyance of Army Property

The Fort Lawton Redevelopment Plan proposes acquiring several parcels using the federal public benefit conveyance process. Public benefit conveyances are conveyances of real and personal property to State and local governments and certain nonprofit organizations for public purposes as authorized by statute. The Fort Lawton Redevelopment Plan proposes public benefit conveyances for three purposes: supportive homeless housing, self-help ownership housing, and parks. Conveyance of Fort Lawton parcels for other purposes would be through negotiated sale with the U.S. Army. The following table summarizes anticipated conveyances:

Acquisition method	Federal agency	Local entity	Use
Public conveyance \$0	U.S. HUD	City of Seattle/Office of Housing	Homeless supportive housing for seniors (Catholic Housing Services, long-term lease with City)
Negotiated sale	U.S. Army	City of Seattle or Catholic Housing Services	Affordable rental housing for HHs ≤ 60% of AMI
Public conveyance at least 75% discount	U.S. HUD	Habitat for Humanity	Self-help ownership housing for HHs ≤ 80% of AMI
Public conveyance \$0	U.S. National Parks Service (Interior)	City of Seattle/Parks & Recreation	Parks and recreation uses
Public conveyance or negotiated sale	U.S. Education; or U.S. Army	Seattle Public Schools	Multi-use athletic fields
Public conveyance \$0	U.S. Army	City of Seattle	Public right-of-way

### 6.1 CITY OF SEATTLE

The Fort Lawton Redevelopment Plan envisions acquisition of between 1.5 and 2 acres<sup>5</sup> of the Fort Lawton site by the City for development of homeless supportive housing by Catholic Housing Services/United Indians through a no cost U.S. HUD homeless housing public benefit

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<sup>5</sup> All acreage amounts will be confirmed by U.S. Army survey prior to conveyance.

conveyance. This parcel will be used for the senior housing building, and accompanying outdoor activity areas and parking. Catholic Housing Services will lease the parcel from the City according to terms of a long-term lease agreement.

An approximately 2-acre parcel will be acquired by the City from the U.S. Army through negotiated sale. This parcel will be developed by Catholic Housing Services to provide affordable rental housing for households with incomes up to 60% of AMI.

The U.S. Department of Interior will facilitate a no cost public benefit conveyance of the majority of Fort Lawton (up to 22 acres) to the City for parks and recreation-related uses. Between 4 and 5 acres of forest land in the west portion will be incorporated into Discovery Park. All park facilities will be designed and constructed to Seattle Parks and Recreation standards.

## 6.2 HABITAT FOR HUMANITY

Approximately 4 acres of the Fort Lawton site will be acquired through a U.S. HUD self-help housing public benefit conveyance by Habitat of Humanity of Seattle/King County for development of ownership housing for households with incomes up to 80% of AMI. For self-help housing, the amount of the acquisition price discount is 75 percent of the market value of the property, except that HUD may discount by a greater percentage if it is determined that a higher percentage is justified. Habitat for Humanity's conveyance application will include a request for a greater land discount.

## 6.3 SEATTLE PUBLIC SCHOOLS

The Fort Lawton parks uses may include acquisition by SPS of 5 to 6 acres located south of the new residential community for development of two unlit athletic fields and surface parking. SPS acquisition could be discounted through a public benefit conveyance for parks uses, if approved by Department of Education, or could be a negotiated sale with the U.S. Army. Per federal requirements for negotiated sales, buyers pay fair market value based on highest and best use and an appraisal. Property identified for SPS acquisition and development will be acquired by SPR through a public benefit conveyance if SPS is unable to move forward with its proposal.



# CHAPTER 7

## Implementation Strategy

### 7.1 DEVELOPMENT FUNDING

The Fort Lawton Redevelopment Plan will provide up to 238 units of affordable housing and acquire between 21 and 22 acres for parks and recreation uses requires funding from private and public sources.<sup>6</sup>

#### 7.1.1. Affordable housing

Seattle Office of Housing funding programs emphasize efficient, cost-effective, and sustainable affordable housing development. Awardees of City housing funds leverage other public and private fund sources: capital funding for housing development and, for homeless and special needs housing, ongoing funding for building operations and supportive services. Affordable housing fund sources are representative of typical supportive homeless housing, 60% of AMI rental housing, and self-help ownership housing developments, and are subject to change in any given year.

Housing Levy Administrative and Financial Plan and Housing Funding Policies, as amended by City Council, apply to Seattle Office of Housing funding of the homeless senior housing, affordable rental housing, and self-help ownership housing. The policies address issues and priorities such as cost-effectiveness and sustainability, eligible and ineligible costs, community relations, affirmative marketing, fair contracting practices, construction requirements, and management plans.

Total cost of development of 85 studio unit apartment building for seniors who have experienced homelessness is projected to be \$28.3 million. Anticipated funding sources include the Seattle Office of Housing Rental Housing Program, 9% Low-Income Housing Tax Credit Equity, and may include State Housing Trust Fund.

Total cost of developing 100 affordable rental units for households with incomes up to 60% of area median income is projected to be \$ 40.2 million. Anticipated funding sources include Seattle Office of Housing Rental Housing Program, 4% Low-Income Housing Tax Credit Equity, and bond financing.

The total development cost of the proposed 52 self-help ownership rowhouses/townhomes is projected to be \$18.4 million. Anticipated funding sources include the homebuyer's affordable mortgages and down payments (estimated at nearly \$12 million) Seattle Office of Housing Homebuyer Assistance Program, State Housing Trust Fund, HUD Self-Help Ownership Opportunity Program (SHOP), and the Federal Home Loan Bank.

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<sup>6</sup> All acreage amounts will be confirmed by U.S. Army survey prior to conveyance.

The organizations selected to develop affordable housing at Fort Lawton are in good standing and have strong track records for securing financing for similar projects. The Seattle Office of Housing will work closely with Catholic Housing Services, United Indians of All Tribes, and Habitat for Humanity to coordinate the timing of applications for funding from the City, State, and other public and private entities with implementing other key elements of the Redevelopment Plan, including conveying parcels and infrastructure improvements.

### **7.1.2. Parks and recreation**

Between 4 and 5 acres of the park space is forest land and will be incorporated into Discovery Park. Two unlit, multi-purpose fields will be provided in the central portion of the site and developed within the first few years. The total development cost is projected to be \$5.5-\$7 million depending upon design. Parking for 60 vehicles would add an additional \$500,000. Funding for the development is dependent on ownership; BEX V funding for School District Ownership, or Seattle Park District funding for Seattle Parks and Recreation ownership.

Much of the passive recreation space will remain as it is (open grass). After the affordable housing development is complete, SPR will initiate an outreach process to determine what other recreation amenities are needed in the area.

## **7.2 ENTITLEMENTS**

Land entitlement is the legal process of obtaining approvals for a development plan. Prior to developing the Fort Lawton site, public property must be conveyed by the U.S. Army to the City according to the BRAC process. Conveyances would include acquisitions and subsequent sale or lease of parcels designated for affordable housing development and executing necessary easement agreements.

Implementing the Fort Lawton Redevelopment Plan also necessitates that a portion of the site be rezoned from the existing SF 7200 zoning to LR2(M1) zoning classification. The Fort Lawton Army Reserve Complex is designated for multifamily uses on the Comprehensive Plan Future Land Use Map. However, multifamily housing as called for by the plan is precluded by current zoning.

Legislation identifying the proposed rezone area and zone designation will be transmitted to the City Council for review. Assuming approval of rezone of the approximately 9 to 10 acres of the 34-acre site to LR2(M1) and completing the BRAC conveyances process, the redevelopment team will prepare a preliminary plat application. Platting and development at Fort Lawton will adhere to applicable City Land Use Code requirements.

## 7.3 PHASING

All the buildings on the Fort Lawton site, except OMS - Building 245, will be demolished and removed. OMS Building 245 will be preserved as a maintenance facility for SPR. Site grading for the residential and parks and recreation uses and associated infrastructure at the Fort Lawton site will occur during initial site preparation and during all subsequent phases of site redevelopment. As much as possible, buildings, fields, and infrastructure will be designed to conform to the existing site topography and minimal grading will occur.

The proposal will be approved and constructed over an estimated eight years. Project construction will begin after property conveyance, zoning reclassification, and other approvals, likely in 2021. Actual buildout will depend on specific economic and market conditions and funding availability.

Estimated Phasing Schedule	
Year	Activity
2019	<ul style="list-style-type: none"> <li>• Rezone for portion of site approved by City Council</li> <li>• Submission, review, and approval of applications by U.S. HUD and Army</li> <li>• Surveys and platting</li> <li>• Applications for property conveyances</li> </ul>
2020	<ul style="list-style-type: none"> <li>• Public benefit conveyance of parcels for homeless and self-help ownership housing by U.S. HUD</li> <li>• Public benefit conveyance of parcels for parks uses by the U.S. National Parks Services to Seattle Parks and Recreation</li> <li>• Potential public benefit conveyance of ~ 6-acre parcel for parks use by the Department of Education Service to Seattle Public Schools (SPS); or if public benefit conveyance is not possible, negotiated sale of property by U.S. Army to SPS or public benefit conveyance to Seattle Parks and Recreation</li> <li>• Negotiated sale of parcels for affordable rental housing by U.S. Army</li> <li>• Pre-development activity and infrastructure planning</li> </ul>
2021-2026	<ul style="list-style-type: none"> <li>• Finish demolition</li> <li>• Complete development of multi-use athletic fields</li> <li>• Affordable housing funding applications, MUP and building permits, construction, lease-up and sale</li> </ul>

# APPENDICES

## APPENDIX A – USARC FORT LAWTON, SEATTLE WA TRACT A LEGAL DESCRIPTION

USARC Fort Lawton, Seattle, WA  
License to City of Seattle

Tract A  
± 33.95 acs

### Exhibit "A"

#### LEGAL DESCRIPTION

Two parcels of land lying in Sections 10 and 15 of Township 25 North, Range 3 East, Willamette Meridian, King County, Washington, described as follows:

#### Parcel 1:

Commencing at a tack in lead 7.33 feet northerly of a City of Seattle Monument located in the intersection of West Government Way and 36th Avenue West centerlines; thence north 01°17'08" east, a distance of 35.00 feet to the Point of Beginning;

Thence south 83°35'50" west, a distance of 52.05 feet to a point known as "R-3";  
Thence south 84°30'07" west, a distance of 70.00 feet to a point known as "R-4";  
Thence north 01°55'27" east, a distance of 309.75 feet to a point known as "R-2";  
Thence north 86°43'56" west, a distance of 236.56 feet to a point known as "D1-2";  
Thence north 86°49'36" west, a distance of 294.11 feet to a Monument stamped "APS-8";  
Thence north 25°01'24" east, a distance of 115.05 feet to a Monument stamped "APS-5";  
Thence south 88°58'28" east, a distance of 312.78 feet to a Monument stamped "APS-4";  
Thence north 01°07'03" east, a distance of 231.81 feet to a Monument stamped "APS-3";  
Thence south 88°52'56" east, a distance of 87.90 feet to a Monument stamped "APS-7";  
Thence north 01°15'00" east, a distance of 158.10 feet to a Monument stamped "APS-6";  
Thence north 89°50'11" west, a distance of 112.47 feet to a point known as "D5-1";  
Thence north 88°58'20" west, a distance of 378.60 feet to an existing City of Seattle Monument established for Discovery Park, and being known as Monument "F" in survey, dated 8 June 1971;  
Thence north 40°44'24" east, a distance of 260.33 feet to the City of Seattle Monument "E";  
Thence north 02°11'15" east, a distance of 422.37 feet to the City of Seattle Monument "C";  
Thence continuing north 02°11'15" east, a distance of 61.08 feet;  
Thence north 88°49'14" west, a distance of 214.16 feet;  
Thence north 00°50'34" east, a distance of 316.13 feet;  
Thence south 88°49'14" east, a distance of 227.72 feet to the beginning of a 199.22 foot radius, non-tangent curve to the left;  
Thence along said curve to the left with a radius of 199.22 feet, through a central angle of 54°32'03", an arc distance of 189.65 feet;  
Thence north 70°40'17" west, a distance of 685.22 feet;



USARC Fort Lawton, Seattle, WA  
License to City of Seattle

Tract A  
± 33.95 acs

**Exhibit "A"**

Thence north 00°50'05" east, a distance of 259.78 feet;  
Thence south 88°53'03" east, a distance of 1,070.72 feet;  
Thence north 01°08'48" east, a distance of 261.54 feet;  
Thence south 84°39'11" east, a distance of 10.03 feet;  
Thence south 01°08'49" west, a distance of 260.80 feet;  
Thence south 88°53'03" east, a distance of 190.59 feet to the City of Seattle Monument "A";

Thence south 01°11'51" west, a distance of 1,613.00 feet, more or less, to a point known as "D-6";

Thence south 01°17'08" west, a distance of 813.21 feet to the **Point of Beginning**.

Contains 32.79 Acres

**Parcel 2:**

**Beginning** at an existing City of Seattle Monument established for Discovery Park, and being known as Monument "B" in survey, dated 8 June 1971;

Thence south 88°49'14" east, a distance of 467.10 feet;

Thence north 57°20'53" west, a distance of 66.05 feet;

Thence north 76°29'50" west, a distance of 206.26 feet to the beginning of a 222.37 foot radius curve to the right;

Thence along said curve to the right with a radius of 222.37 feet, through a central angle of 58°57'01", an arc distance of 228.80 feet;

Thence north 00°02'38" west, a distance of 178.27 feet;

Thence north 70°47'16" west, a distance of 43.62 feet;

Thence south 00°50'34" west, a distance of 412.37 feet to the **Point of Beginning**.

Contains 1.16 Acres.

**Combined Total 33.95 Acres.**

By JEF 4 Aug 2016  
Chkd: OJV 4 Aug 2016  
Loc: \\Outgrants\City of Seattle  
Map: DACA67-0-00-00.mxd  
Doc: 002407.docx

Page 2 of 2

**APPENDIX B – FINAL ENVIRONMENTAL IMPACT STATEMENT PREPARED  
FOR FORT LAWTON ARMY RESERVE CENTER REDEVELOPMENT  
PROJECT, MARCH 29, 2018**

**APPENDIX C – HOMELESS AND AFFORDABLE HOUSING PROJECTED  
DEVELOPMENT BUDGETS**

<b>ESTIMATED BUDGET</b>		
<b>Catholic Housing Services/United Indians</b>		
<b>Permanent Supportive Housing for Homeless Seniors (85 Units)</b>		
<b>Uses</b>		
Acquisition		\$30,099
Construction		\$21,506,392
Soft Costs		\$3,642,493
Pre Dev/Bridge Financing		\$105,000
Construction Financing		\$1,482,299
Permanent Financing		\$237,003
Capitalized Reserves		\$409,044
Other Development Costs		\$857,609
Bond Related Costs		\$-
	<b>Total</b>	<b>\$28,269,939</b>
<b>Sources</b>		
City of Seattle		\$9,143,243
LIHTC Equity		\$19,126,695
	<b>Total</b>	<b>\$28,269,939</b>

<b>ESTIMATED BUDGET</b>		
<b>Catholic Housing Services</b>		
<b>Affordable Rental Housing for Households ≤ 60% of AMI</b>		
<b>Uses</b>		
Acquisition (estimate)		\$1,191,336
Construction		\$31,804,109
Soft Costs		\$3,440,611
Pre Dev/Bridge Financing		\$109,453
Construction Financing		\$1,912,856
Permanent Financing		\$349,648
Capitalized Reserves		\$118,541
Other Development Costs		\$1,143,435
Bond Related Costs		\$180,000

	<b>Total</b>	<b>\$40,249,989</b>
<b>Sources</b>		
City of Seattle		\$7,720,036
Private Debt		\$13,602,511
Deferred Fee		\$2,609,981
LIHTC Equity		\$16,317,462
	<b>Total</b>	<b>\$40,249,989</b>

<b>ESTIMATED BUDGET</b>		
<b>Habitat for Humanity</b>		
<b>Permanently affordable ownership housing (52 homes)</b>		
<b>Uses</b>		
Acquisition Costs		\$0
Construction Costs (buildings)		\$15,310,554.00
Construction Costs (Site-Work)		\$ 2,057,116.00
Construction Costs (other)		\$ 63,696.00
Soft Costs		\$444,200.00
Other Development fees		\$483,373.00
	<b>Total</b>	<b>\$18,358,939.00</b>
<b>Sources</b>		
Homebuyer mortgages and downpayment		\$11,938,939.00
Seattle Office of Housing (Levy)		\$ 4,680,000.00
State Housing Trust Fund		\$600,000.00
Self-Help Homeownership Program (HUD)		\$780,000.00
Federal Home Loan Bank		\$360,000.00
	<b>Total</b>	<b>\$18,358,939.00</b>

## **APPENDIX D – RESOLUTION 30883 AUTHORIZING REQUEST TO U.S. DEPT. OF DEFENSE TO RECOGNIZE CITY OF SEATTLE AS LRA, JUNE 26 2006**

**Status:** Adopted

**Date adopted by Full Council:** June 26, 2006

**Vote:** 9-0

**Date introduced/referred to committee:** June 26, 2006

**Committee:** [Full Council for Introduction and Adoption](#)

**Sponsor:** [LICATA](#)

A RESOLUTION relating to the Fort Lawton Army Reserve Center, authorizing the Mayor or his designee to request the United States Department of Defense to recognize the City of Seattle as a Local Redevelopment Authority (LRA) for the closure of the Fort Lawton Army Reserve Center (Fort Lawton), and authorizing the Mayor or his designee to apply for federal grant funds for the City to perform the duties of an LRA.

WHEREAS, through the federal Base Realignment and Closure Act (BRAC) process the Department of Defense has proposed closure of Fort Lawton and the President of the United States, with Congress concurring, has designated Fort Lawton for closure; and

WHEREAS, the Department of Defense, as the administering BRAC agency, has informed the City of the two ways in which the City can provide guidance and input into the Department of Defense disposal decision concerning Fort Lawton: either by the City serving as a Local Redevelopment Authority or by the City consulting with the Department of Defense during the disposal process; and

WHEREAS, acting as an LRA provides the greatest opportunity for the City to guide the Fort Lawton disposal process, by planning and implementing a community involvement process and by preparing a local redevelopment plan for Fort Lawton; and

WHEREAS, the City desires to ensure adequate access to Discovery Park is provided and the reuse of Fort Lawton is consistent with the City's comprehensive plan and reflects citywide priorities and community interests; and

WHEREAS, the Department of Defense has advised the City of the availability of grant funds to perform the duties of an LRA; and

WHEREAS, the City believes the recognition of the City as the LRA for Fort Lawton would be beneficial to the City and its citizens and provide the opportunity for the City to lead a community input process prior to the City's preparation of a Fort

Lawton redevelopment plan for the Department of Defense to consider in disposing of this property; NOW THEREFORE,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEATTLE, THE MAYOR CONCURRING, THAT:

Section 1. The Mayor or his designee is authorized to submit to the Department of Defense, for and on behalf of the City of Seattle, a request that the City be recognized as the Local Redevelopment Authority for the Fort Lawton BRAC disposal process.

Upon recognition as the LRA, the Mayor or his designee is authorized to identify appropriate stakeholders and lead a community input process to develop a redevelopment plan for the Fort Lawton Army Reserve Center, all in accordance with the requirements of and schedule identified in the BRAC process.

Section 2. The Mayor or his designee is authorized to submit grant applications to the Department of Defense for funding to assist the City to perform the duties of an LRA and to provide such information and documents as may be required in connection therewith.

Adopted by the City Council...

## **APPENDIX E – RESOLUTION 31086 APPROVING FORT LAWTON REDEVELOPMENT PLAN, SEPTEMBER 28, 2008**

**Status:** Adopted as Amended

**Date adopted by Full Council:** September 22, 2008

**Vote:** 8-0 (Absent: Rasmussen)

**Date introduced/referred to committee:** September 8, 2008

**Committee:** [Housing and Economic Development](#)

**Sponsor:** [MCIVER](#)

WHEREAS the United States Congress has authorized the closure of the 2LT Robert R. Leisy USARC/AMSA 79, CPT James R. Harvey USARC, and the Fort Lawton USAR Complex ("Fort Lawton Army Reserve Center"), and the United States Army has published notices that property at the facility will be available for nonmilitary use and ownership; and

WHEREAS the United States Congress has determined the Fort Lawton Army Reserve Center is surplus to the United States needs in accordance with the Defense Base Closure and



Realignment Act of 1990, Public Law 101-510, as amended, and the 2005 Base Closure and Realignment Commission Report, as approved; and

WHEREAS the Defense Base Closure and Realignment Act authorizes the Department of Defense (DOD) and Army to make final decisions regarding the disposition of base property and facilities, and the DOD has asked the City to develop a Fort Lawton Application that includes a Redevelopment Plan ("Plan"), a homeless assistance submission and public comments, for submission in November 2008, for use by the DOD and Department of Housing and Urban Development (HUD) as the context for considering all requests for reuse of the base; and

WHEREAS the City has worked with the DOD, HUD, the Housing Authority of the City of Seattle, Archdiocesan Housing Authority, United Indians of All Tribes Foundation, YWCA of Seattle, Habitat for Humanity, Cascade Land Conservancy, the community, and others for the past year and a half to develop a feasible redevelopment plan and a homeless assistance submission; and

WHEREAS the City of Seattle, acting as the Local Redevelopment Authority, solicited and received Notices of Interest for property from homeless assistance providers and other eligible recipients of public benefit property transfers; and

WHEREAS the City of Seattle, acting as the Local Redevelopment Authority, drafted a redevelopment plan and other documents in accordance with the Defense Base Closure and Realignment Act of 1990, Public Law 101-510, as amended, and the 2005 Base Closure and Realignment Commission Report, as approved; and

WHEREAS, the Mayor has presented to the City Council his proposed Application for property at Fort Lawton Army Reserve Center ("Application"); and

WHEREAS, the City Council has reviewed the proposed Application and Redevelopment Plan, and held two public hearing to receive public comments on such documents; and

WHEREAS, the final Plan serves as a statement to the United States government of City policy regarding the reuse of property at the Fort Lawton Army Reserve Center; and

WHEREAS, the implementation of the Plan depends on approval by HUD and the DOD, the results of environmental reviews and other processes; and

WHEREAS, the Council intends that the amount of housing for the homeless in the Plan area will not be increased above the planned 85 units; and

WHEREAS, if changes to the Plan are required due to project feasibility or as a result of negotiations with HUD or the DOD that would involve significant changes to the planned total number of housing units or total number of homeless housing units,

or both, the Council intends to consider them only after further discussion and consultation with the community; and

WHEREAS, as future planning proceeds for the redevelopment of the Fort Lawton Army Reserve Center, the City will examine and discuss with the community issues concerning the intersection of 36th Ave W., Texas Way W., and W. Government Way;

NOW, THEREFORE,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEATTLE, THE MAYOR CONCURRING, THAT:

Section 1. The City of Seattle's Fort Lawton Application, attached to this Resolution as Attachments A, B and C and incorporated by this reference, including the City's Redevelopment Plan, is hereby adopted and approved and the City of Seattle's Director of Housing is hereby authorized to forward the application to the United States Department of Defense and United States Department of Housing and Urban Development pursuant to 24 CFR Part 586 and 32 CFR Part 176.

Adopted by the City Council...

## **APPENDIX F – RESOLUTION \_\_\_\_\_ APPROVING FORT LAWTON REDEVELOPMENT PLAN, 2019 UPDATE, \_\_\_\_\_, 2019**

## **APPENDIX G – MARKET STUDY (HABITAT FOR HUMANITY, FEBRUARY 2019)**

## **APPENDIX H – ADDITIONAL REFERENCES**

City of Seattle 2035 Comprehensive Plan, Managing Growth to Become an Equitable and Sustainable City, 2015-2035

City of Seattle Consolidated Plan for Housing and Community Development 2018-2022

City of Seattle Department of Construction and Inspections (SDCI) Director's Rule 13-2018 Great Blue Heron Management, 5/25/2017

City of Seattle, Fort Lawton Redevelopment Plan (9/18/2008)

[http://www.seattle.gov/Documents/Departments/Neighborhoods/FtLawton/ft-lawton-redev-plan\\_091808.pdf](http://www.seattle.gov/Documents/Departments/Neighborhoods/FtLawton/ft-lawton-redev-plan_091808.pdf)

City of Seattle Municipal Code, Chapter 23 Land Use Code

City of Seattle Parks and Recreation, Discovery Park History,

<http://www.seattle.gov/parks/find/centers/discovery-park-environmental-learning-center/discovery-park-history>

City of Seattle and Seattle Housing Authority, Joint Assessment of Fair Housing (2017)  
<http://www.seattle.gov/Documents/Departments/HumanServices/CDBG/2017%20AFH%20Final.4.25.17V2.pdf>

Crowley, Walt and David Wilma. Native Americans attack Seattle on January 26, 1856.  
[www.historylink.org](http://www.historylink.org)

Denfeld, Ph.D., Duane Colt. Fort Lawton to Discovery Park (9/23/2008)  
<http://www.historylink.org/File/8772>

Duwamish Tribe. We Are Still Here. [www.duwamishtribe.org](http://www.duwamishtribe.org)

Jaunal, Jack W. Images of America: Fort Lawton. Arcadia Publishing (2008)


Smith, Karen. "United Indians of All Tribes Meets the Press: News Coverage of the 1970 Occupation of Fort Lawton," The Seattle Civil Rights and Labor History Project. University of Washington. [http://depts.washington.edu/civilr/FtLawton\\_press.htm](http://depts.washington.edu/civilr/FtLawton_press.htm)

U.S. Department of Defense (DoD), Base Redevelopment and Realignment Manual (2006)

U.S. Department of Housing and Urban Development (HUD). Guidebook on Military Base Reuse and Homeless Assistance. HUD's Homeless Assistance Programs. Office of Community Planning and Development, Office of Special Needs Assistance Programs (July 2006)

Watson, Kenneth Greg. Native Americans of Public Sound – A Brief History of the First People and their Cultures (June 29, 1999), <http://www.historylink.org/File/1506>



The image is a hand-drawn sketch of a street scene. In the background, there is a multi-story red brick building with several windows. To the left of the building, there are dense green trees. In the foreground, a person is walking on a sidewalk, and a red car is driving on the street. A street lamp is visible on the right side of the image. The drawing is done in a loose, sketchy style with visible pencil or pen lines and some color washes.

PREPARED BY:

City of Seattle Office of Housing  
with Seattle Parks and Recreation and Office of Intergovernmental Relations

Cover drawing by EDAW and GGLO